

JUDGES RETIREMENT SYSTEM OF ILLINOIS

ACTUARIAL VALUATION
AS OF JUNE 30, 1987



November 25, 1987

Board of Trustees
Judges Retirement System of Illinois
415 Iles Park Place
Springfield, Illinois 62718

Re: Actuarial Valuation As Of June 30, 1987

I am pleased to submit my actuarial report on the financial position and funding requirements of the Judges Retirement System of Illinois based on the actuarial valuation as of June 30, 1987.

The report consists of 10 Sections and 3 Appendices as follows:

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I would be pleased to discuss any aspects of this report with you at your convenience.

Respectfully submitted,

Sandor Goldstein
Fellow of the Society of Actuaries
Enrolled Actuary No. 3402

A. PURPOSE AND SUMMARY

We have carried out an actuarial valuation of the Judges Retirement System of Illinois as of June 30, 1987. The purpose of the valuation was to determine the financial position and funding requirements of the retirement system. This report is intended to present the results of the valuation. The results of the valuation are summarized below:

1. Total actuarial liability	\$ 307,064,068
2. Actuarial value of assets	149,183,979
3. Unfunded actuarial liability	157,880,089
4. Funded Ratio	48.6%
5. Employer FY 88 funding requirement of normal cost plus interest on the unfunded liability	\$ 20,182,837
6. Employer FY 88 funding requirement of normal cost plus amount required to pay off unfunded liability over 40 years as a level percent of payroll	15,481,558
7. Estimated total employer contribution for FY 88	9,137,000
8. Employer FY 89 funding requirement of normal cost plus interest on the unfunded liability	21,373,468
9. Employer FY 89 funding requirement of normal cost plus amount required to pay off unfunded liability over 40 years as a level percent of payroll	16,343,272
10. Actuarial present value of credited projected benefits	\$ 307,064,068

B. DATA USED FOR THE VALUATION

Participant Data. The participant data required to carry out the valuation was supplied by the retirement system. The membership of the system as of June 30, 1987 on which the valuation was based is summarized in Exhibit 1. It can be seen that there were 794 active members, 337 members receiving retirement annuities, 208 members receiving surviving spouse's annuities, and 15 members receiving children's annuities included in the valuation. The total active payroll as of June 30, 1987 was \$59,266,125.

Exhibit 1Summary of Membership Data

1. Number of Members.	
(a) Active Members	794
(b) Members Receiving	
(i) Retirement Annuities	337
(ii) Surviving Spouse's Annuities	208
(iii) Children's annuities	15
(c) Inactive Members	15
2. Annual Salaries	
(a) Total salary	\$ 59,266,115
(b) Average Salary	74,642
3. Total accumulated employee contributions	\$ 39,790,926
4. Annual Annuity Payments	
(a) Retirement Annuities	\$ 13,054,926
(b) Surviving Spouse's Annuities	2,878,656
(c) Children's Annuities	45,174

Assets. The asset values used for the valuation were based on the asset information contained in the unaudited statement of assets as of June 30, 1987 prepared by the system. For purposes of the valuation, the book value of the assets of the system less the amount of current liabilities was increased by the average excess of the market value of assets over the book value of assets of the system as of the last three year ends. The resulting actuarial value of assets was \$149,183,979. The development of this value is outlined in Exhibit 2.

For the June 30, 1986 actuarial valuation, the book value of the assets of the system was used for the actuarial value of assets. The change in the method of determining the actuarial value of assets increased the actuarial value of assets as of June 30, 1987 by \$10,237,910.

Exhibit 2Actuarial Value of Assets

1. Total book value of assets	\$139,133,550
2. Current liabilities	187,481
3. Net assets at book value (1-2)	\$138,946,069
4. Average excess of market value of assets over book value of assets over the last three years	10,237,910
5. Actuarial value of assets	<u>\$149,183,979</u>

C. RETIREMENT SYSTEM PROVISIONS

The actuarial valuation was based on the provisions of the retirement system

in effect as of June 30, 1987 as provided in Article 18 of the Illinois Pension Code. A summary of the principal provisions of the system is provided in Appendix 1.

D. ACTUARIAL ASSUMPTIONS AND COST METHOD

Actuarial Assumptions

The actuarial assumptions used for the June 30, 1987 valuation were based on an experience analysis of the retirement system for the period 1984 through 1987. The major actuarial assumptions used for the valuation are summarized below:

Mortality Rates The UP-1984 Mortality Table was used for the valuation.

Termination Rates. Termination rates based on the recent experience of the system were used. The following is a sample of the termination rates that were used:

<u>Age</u>	<u>Rate of Termination</u>
30	.054
35	.030
40	.012
45	.045
50	.003
55	.000

Disability Rates. Disability rates based on the recent experience of the system as well as on published disability rate tables were used. The following is a sample of the disability rates that were used for the valuation:

<u>Age</u>	<u>Rate of Disability</u>
30	.00057
35	.00064
40	.00083
45	.00115
50	.00170

Retirement Rates. Rates of retirement for each age from 55 to 75 based on the recent experience of the system were used. The following are samples of the rates of retirement that were used:

<u>Age</u>	<u>Rate of Retirement</u>
55	.04
60	.10
65	.05
70	.10
75	1.00

The above retirement rates are equivalent to an average retirement age of approximately 66.

Salary Increase. A salary increase assumption of 6.0% per year, compounded annually, was used.

Interest Rate. An interest rate assumption of 7.5% per year, compounded annually, was used.

Marital Status. It was assumed that 75% of active members will be married at the time of retirement.

Spouse's Age. The age of the spouse was assumed to be 4 years younger than the age of the employee.

Impact of Changes In Actuarial Assumptions. For the June 30, 1987 actuarial valuation, a number of changes in actuarial assumptions were made from those used for the June 30, 1986 actuarial valuation. The most significant changes were an increase in the interest rate assumption from 6.0% to 7.5% and an increase in the salary increase assumption from 5.0% to 6.0%. We have estimated that the combined effect of the change in the interest rate and salary increase assumptions was to decrease the system's total actuarial liability by \$44,282,324.

Actuarial Cost Method

The projected unit credit actuarial cost method was used for the June 30, 1987 valuation. For the June 30, 1986 valuation, the entry age normal actuarial cost method was used. We have estimated that the effect of the change from the entry age normal actuarial cost method to the projected unit credit actuarial cost method was to increase the system's total actuarial liability by \$4,971,491.

E. ACTUARIAL LIABILITY

The actuarial liability as determined under the valuation for the various classes of members is summarized in Exhibit 3. The total actuarial liability is then compared with the actuarial value of assets in order to arrive at the unfunded actuarial liability. (The actuarial terms used in this report are defined in Appendix 2.)

As of June 30, 1987, the total actuarial liability is \$307,064,068, the actuarial value of assets is \$149,183,979 and the unfunded actuarial liability is \$157,880,089. The ratio of the actuarial value of assets to the actuarial

liability, or funded ratio, is 48.6%.

Exhibit 3

Actuarial Liability As Of June 30, 1987

1. Actuarial Liability For Active Members

(a) Basic retirement annuity	\$ 93,059,988
(b) Annual increase in retirement annuity	15,461,734
(c) Pre-retirement survivor's annuity	18,212,701
(d) Post-retirement survivor's annuity	21,763,138
(e) Withdrawal benefits	877,351
(f) Disability benefits	940,055
(g) Total	<u>\$150,314,967</u>

2. Actuarial Liability For Members Receiving Benefits

(a) Retirement annuities	\$131,934,497
(b) Survivor annuities	22,519,352
(c) Total	<u>\$154,453,849</u>

3. Actuarial Liability For Inactive Members 2,295,252

4. Total Actuarial Liability \$307,064,068

5. Actuarial Value of Assets \$149,183,979

6. Unfunded Actuarial Liability \$157,880,089

7. Funded Ratio 48.6%

F. Employer's Normal Cost

The employer's share of the normal cost for the year beginning July 1, 1987 is developed in Exhibit 4. For the year beginning July 1, 1987, the total normal cost is determined to be \$15,281,386, employee contributions are estimated to be \$6,519,273, resulting in the employer's share of the normal cost of \$8,762,113.

Based on a payroll of \$59,266,115, the employer's share of the normal cost can be expressed as 14.78% of payroll.

Exhibit 4Employer's Normal Cost For Year Beginning July 1, 1987

	<u>Dollar Amount</u>	<u>Per Cent Of Payroll</u>
1. Basic retirement annuity	\$ 9,210,589	15.54%
2. Annual increase in retirement annuity	1,550,636	2.62
3. Pre-retirement survivor's annuity	2,012,559	3.40
4. Post-retirement survivor's annuity	2,094,410	3.53
5. Withdrawal benefits	150,328	.25
6. Disability benefits	121,164	.20
7. Administrative expenses	141,700	.24
8. Total normal cost	<u>\$15,281,386</u>	<u>25.78%</u>
9. Employee contributions	6,519,273	11.00
10. Employer's share of normal cost	<u>\$ 8,762,113</u>	<u>14.78%</u>

Note. The above figures are based on a total active payroll of \$59,266,115 as of June 30, 1987.

G. EMPLOYER'S FUNDING REQUIREMENT FOR YEAR BEGINNING JULY 1, 1987

I. Employer's Actuarial Funding Requirement Of Normal Cost
Plus Interest On The Unfunded Liability

A number of organizations that have in the past advocated actuarial funding for public retirement systems have recommended that as a minimum, public employers contribute annually an amount equal to "normal cost plus interest on the unfunded liability". By paying the normal cost each year, the accruing cost of pensions is met as service is rendered by employees. By paying interest on the unfunded actuarial liability, the unfunded actuarial liability is stabilized. Although no attempt is made to pay off the unfunded actuarial liability, this approach is nevertheless considered acceptable for public retirement systems where permanence can be taken for granted and full funding is not regarded as essential.

The employer's funding requirement of normal cost plus interest on the unfunded liability for the year beginning July 1, 1987 is developed in Exhibit 5.

It can be seen from Exhibit 5 that for the year beginning July 1, 1987, the employer funding requirement of normal cost plus interest on the unfunded actuarial liability amounts to \$20,182,837. Total state appropriations for the year are estimated to amount to \$9,137,000. Thus, employer contributions for the year are expected to fall short of the employer funding requirement by \$11,045,837. This deficiency in employer contributions can be expressed as 18.64% of payroll.

Exhibit 5Funding Requirement For Year Beginning July 1, 1987

1. Employer's share of normal cost	\$ 8,762,113
2. Interest on the unfunded actuarial liability	<u>11,420,724</u>
3. Employer's funding requirement of normal cost plus interest on the unfunded actuarial liability	\$20,182,837
4. Estimated employer contribution for the year	<u>9,137,000</u>
5. Estimate of amount by which employer contributions are expected to fall short of the funding requirement of normal cost plus interest on the unfunded liability	<u>\$11,045,837</u>

II. Employer's Actuarial Funding Requirement Of Normal Cost Plus Amount Required To Pay Off Unfunded Liability Over 40 Years As A Level Percent Of Payroll

Paying interest on the unfunded liability is one approach for controlling a retirement system's unfunded liability. There is an alternative to this approach under which contributions toward the unfunded liability are initially somewhat lower but which in the long run can still be considered to be a fiscally sound approach for funding public retirement systems. Under this alternative approach, the unfunded liability is amortized by payments which represent a level percentage of active membership payroll. This is sometimes referred to as the level percentage of payroll amortization approach.

Since the active payroll can be expected to increase over time, the level percentage of payroll amortization approach will require a lower contribution toward the unfunded liability in the earlier years than the "interest only" approach and will require greater contributions in the later years. However, the contribution as a percentage of payroll is expected to remain level over time.

In the early years, the level percentage of payroll payment toward the unfunded liability is less than an amount equal to interest on the unfunded liability, resulting in increases in the unfunded liability for a period of time. Eventually the payroll base will increase to a point where the level percentage of payroll approach should pay off the unfunded liability over the amortization period. A potential risk associated with this approach is that payroll increases are assumed that may not materialize. Nevertheless, the level percentage of payroll amortization approach can represent a fiscally sound approach for funding public retirement systems.

The employer's funding requirement of normal cost plus the amount required to amortize the unfunded liability over 40 years as a level percent of payroll is developed in Exhibit 6.

It can be seen from Exhibit 6 that for the year beginning July 1, 1987, the employer funding requirement of normal cost plus the amount required to amortize the unfunded liability over 40 years as a level percent of payroll amounts to \$15,481,558. Actual employer contributions for the year are estimated to amount to \$9,137,000. Thus, employer contributions for the year

are expected to fall short of meeting the employer funding requirement determined under this basis by \$6,344,558. This deficiency in employer contributions can be expressed as 10.71% of payroll.

Exhibit 6

Funding Requirement For Year Beginning July 1, 1987

1. Employer's share of normal cost	\$ 8,762,113
2. Amount required to amortize the unfunded liability over 40 years as a level percent of payroll	6,719,445
3. Employer's total funding requirement (1. + 2.)	<u>\$15,481,558</u>
4. Estimated employer contribution for the year	<u>9,137,000</u>
5. Estimate of amount by which employer contributions are expected to fall short of meeting the funding requirement (3. - 4.)	<u>\$6,344,558</u>

H. STATE APPROPRIATION REQUIREMENTS FOR FISCAL YEAR BEGINNING JULY 1, 1988

The June 30, 1987 actuarial valuation is used to develop the actuarial funding requirements of the system for the year beginning July 1, 1987. For State budgeting purposes, it is necessary to make a projection of the system's actuarial funding requirement for the fiscal year beginning July 1, 1988. Under Section 22-1001 of the Illinois Pension Code, the retirement system is required to submit to the Illinois Economic and Fiscal Commission information regarding the amount required to meet the State's share of the normal cost plus interest on the unfunded liability for the fiscal year commencing July 1, 1988.

We have therefore made some projections to estimate the amount of State appropriations required to meet the system's actuarial funding requirements for the fiscal year commencing July 1, 1988. This has been done under both of the approaches for controlling the system's unfunded liability that were outlined in Section I.

<u>Actuarial Funding Requirement</u>	<u>Required Amount of State Appropriations For FY 89</u>
Normal Cost Plus Interest On The Unfunded Liability	\$21,373,468
Normal Cost Plus Amount Required To Amortize Unfunded Liability Over 40 Years As A Level Percent Of Payroll	\$16,343,272

Note. The above figures are based on a projected payroll of \$61,933,090 for the fiscal year commencing July 1, 1988.



I. Actuarial Present Value of Credited Projected Benefits

In November 1986, the Governmental Accounting Standards Board (GASB) issued Statement No. 5 entitled Disclosure of Pension Information by Public Employee Retirement Systems and State and Local Governmental Employers. The statement established standards of disclosure of pension information by public employee retirement systems.

GASB Statement No. 5 requires the disclosure of the actuarial present value of credited projected benefits as the standardized measure of the accrued pension obligation. This measure represents the discounted value of the amount of benefits estimated to be payable in the future as a result of employee service to date, computed by attributing an equal benefit amount to each year of service of the employee.

It should be noted that the actuarial present value of credited projected benefits is equal to the actuarial liability computed under the projected unit credit actuarial cost method. Thus, since the projected unit credit actuarial cost method was used for the valuation, the total actuarial liability of \$307,064,068 as developed in Section E of this report is also the actuarial present value of credited projected benefits that is required to be disclosed under GASB Statement No. 5.

In Exhibit 7 we have shown the actuarial present value of credited projected benefits in the format prescribed in GASB Statement No. 5. It can be seen that the total actuarial present value of credited projected benefits of \$307,064,068 is the same as the total actuarial liability under the projected unit credit actuarial cost method.

Exhibit 7.

Actuarial Present Value of Credited Projected Benefits

1. For members in receipt of benefits and for inactive members	\$156,749,101
2. For current employees	
Accumulated employee contributions	39,790,926
Employer-financed vested	40,901,596
Employer-financed nonvested	<u>69,622,445</u>
3. Total actuarial present value of credited projected benefits	\$307,064,068
4. Net assets available for benefits, at cost (Market value is \$151,944,629)	<u>\$138,946,069</u>
5. Unfunded actuarial present value of credited projected benefits	<u>\$168,117,999</u>



J. CERTIFICATION

This actuarial report has been prepared in accordance with generally accepted actuarial principles and practices and to the best of my knowledge, fairly represents the financial condition of the Judges Retirement System of Illinois as of June 30, 1987.

Respectfully submitted



Sandor Goldstein
Fellow of the Society of Actuaries
Enrolled Actuary No. 3402



Appendix 1

Summary of Principal Provisions

1. Participation. Participation in the system is mandatory when a person first becomes a Judge, unless an "Election Not to Participate" is filed by the Judge within 30 days of the date of notification of this option
2. Member Contributions. All members of the system are required to contribute to the system the following percentage of their salaries:

Retirement Annuity	7.5%
Automatic Annuity Increase	1.0
Survivor's Annuity	<u>2.5</u>
Total	<u>11.0%</u>

A married judge who files an "Election Not to Participate in the Survivor's Annuity" or an unmarried judge is not required to make contributions toward the Survivor's Annuity, in which case the total member contribution is 8.5% of salary.

Discontinuance of Contributions. A participant who becomes eligible to receive the maximum rate of annuity (At least 20 years of service credit and age 60 or over) may elect to discontinue contributions and have his or her benefits "fixed" based upon the average salary for the 12 months of service as a judge immediately prior to the effective date of such election. This election, once made, is irrevocable.

3. Retirement Annuity-Eligibility. A judge who has at least 10 years of service credit is entitled to an unreduced retirement annuity upon attainment of age 60. A judge with at least 6 years of service is entitled to an unreduced retirement annuity upon attainment of age 62.

A judge with at least 10 years of service may retire upon attainment of age 55, with the amount of the retirement annuity reduced 1/2 of 1% for each month that the judge is under age 60

4. Retirement Annuity-Amount. The retirement annuity is determined according to the following formula based upon the applicable salary

- 3 1/2% for each of the first 10 years of service; plus
- 5% for each year of service in excess of 10

For judges who became members of the system prior to January 1, 1983, the salary base used to determine the retirement annuity is the final rate of salary. For judges who became members of the system on and after January 1, 1983, the salary base is the judge's average salary during the last year of service.

The maximum retirement annuity is 85% of the applicable salary base.

5. Automatic Increase In Retirement Annuity. Annual automatic increases of 3% of the originally granted retirement annuity are provided. The initial increase is effective in the month of January of the year next following the year in which the first anniversary of retirement occurs.

6. Temporary Total Disability. A member with at least 2 years of service as a judge who becomes totally disabled and unable to perform his or her duties as a judge is entitled to a temporary disability benefit equal to 50% of salary payable during the period of disability but not beyond the end of the term of office.

7. Total and Permanent Disability. A member with at least 10 years of service who becomes totally and permanently disabled while serving as a judge is eligible to commence receiving his or her retirement annuity without reduction regardless of age.

8. Survivor's Annuity - Eligibility. A surviving spouse without children is eligible for survivor benefits at age 50 or over provided marriage to the member had been in effect for at least 1 year immediately prior to the member's death and also on the last day of service.

A surviving spouse with unmarried eligible children of the member is eligible for a survivor's annuity benefit at any age provided the above marriage requirements have been met. When all children are disqualified because of death, marriage or attainment of age 18, the spouse's benefit is suspended if the spouse is under age 50 until the attainment of such age.

Children of the member who are under age 18 or who are dependent because of a physical or mental disability are eligible for survivor benefits.

If the member dies in service as a judge, the member must have at least 1 1/2 years of service credit for survivor's annuity eligibility. If death occurs after termination of service, the deceased member must have at least 10 years of service credit for survivor's annuity eligibility.

9. Survivor's Annuity - Amount. (a) Upon the death of an annuitant, his or her surviving spouse shall be entitled to a survivor's annuity of 66 2/3% of the annuity the annuitant was receiving immediately prior to his or her death.

(b) Upon the death of a judge while in service, the surviving spouse shall receive a survivor's annuity of 66 2/3% of the annuity earned by the judge as of the date of death, or 7 1/2% of the judge's last salary, whichever is greater.

(c) Upon the death of a former judge who had terminated service with at least 10 years of service, his or her surviving spouse shall be entitled to a survivor's annuity of 66 2/3% of the annuity earned by the deceased member as of the date of death.

(d) Upon the death of an annuitant, a judge in service, or a former judge who had terminated service with at least 10 years of service, each surviving child under the age of 18 or disabled shall be entitled to a child's annuity in an

amount equal to 5% of the decedent's final salary, not to exceed in total for all such children the greater of 20% of salary or 66 2/3% of the earned retirement annuity.

(10) Refund Of Contributions. A participant who ceases to be a judge may apply for and receive a refund of his or her total contributions to the system, provided he or she is not then eligible to receive a retirement annuity.

A participant who becomes unmarried, either before or after retirement, is entitled to a refund of contributions made for the survivors' annuity.

Appendix 2

Glossary of Terms used in Report

1. Actuarial Present Value. The value of an amount or series of amounts payable at various times, determined as of a given date by the application of a particular set of actuarial assumptions.
2. Actuarial Cost Method or Funding Method. A procedure for determining the actuarial present value of pension plan benefits and for determining an actuarially equivalent allocation of such value to time periods, usually in the form of a normal cost and an actuarial accrued liability.
3. Normal Cost. That portion of the actuarial present value of pension plan benefits which is allocated to a valuation year by the actuarial cost method.
4. Actuarial Liability or Accrued Liability. That portion, as determined by a particular actuarial cost method, of the actuarial present value of pension benefits which is not provided for by future normal costs.
5. Actuarial Value of Assets. The value assigned by the actuary to the assets of the pension plan for purposes of an actuarial valuation.
6. Unfunded Actuarial Liability. The excess of the actuarial liability over the actuarial value of assets.
7. Entry Age Actuarial Cost Method. A cost method under which the actuarial present value of the projected benefits of each individual included in an actuarial valuation is allocated on a level basis over the earnings or service of the individual between entry age and assumed exit age. The portion of this actuarial present value allocated to a valuation year is called the normal cost. The portion of this actuarial present value not provided at a valuation date by the actuarial present value of future normal costs is called the actuarial liability.
8. Projected Unit Credit Actuarial Cost Method. A cost method under which the actuarial liability is the actuarial present value of that portion of an employee's projected benefit that is attributable to service to date on the basis of future compensation projected to retirement. The normal cost represents the actuarial present value of the employee's projected benefit that is attributable to service in the current year, again based on future compensation projected to retirement.
9. Actuarial Assumptions. Assumptions as to future events affecting pension costs.
10. Actuarial Valuation. The determination, as of a valuation date, of the normal cost, actuarial liability, actuarial value of assets, and related actuarial present values for a pension plan.
11. Vested Benefits. Benefits that are not contingent on an employee's future service.